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OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Report of the Committee on Food Aid Policies and Programmes

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World Food Programme - 1990 in retrospect

1. WFP's work has shown that food aid has an important role in overcoming the causes of poverty and hunger. In order to fulfill that role it must be integrated into national development programmes, treated as a development resource by the government and adequately backed by technical and financial support.

2. There is increasing consensus that a comprehensive approach to **poverty alleviation** comprises a two-part strategy of promoting the productive use of the most abundant asset of the poor - their labour; and providing basic social services such as primary health care, nutrition and basic education, to the poor.

3. Even with such a basic strategy, a programme of well-targeted resource transfers or **safety nets** are needed for some groups of poor people unable to maintain reasonable living standards. This two-part strategy plus safety net is precisely the approach WFP has followed from the start.

4. Through food-for-work, land settlement, agricultural production and community development projects, WFP helps mobilize and compensate the labour of the poor to construct rural infrastructure and undertake other economic and social development activities. Support to health and education helps governments provide basic social services. Emergency food aid for refugees, displaced people and victims of natural disasters are part of the safety nets.

5. Over its nearly 30 years of operation, WFP's contribution to the attack on poverty and hunger has become increasingly significant. At the end of 1990, WFP was assisting 278 **active development projects** with total resources from WFP valued at $3.24 billion, including commitments of $480 million in 1990 for 48 new development projects or expansions of existing development projects and budget increases for ongoing projects. The portfolio of development projects provides food to an estimated 75 million people.

6. Through 23 active operations worth $324 million WFP supported 6.6 million **long-term refugees and displaced people** in 1990, providing them with most of their basic food requirements. Food aid worth $132 million was provided to some 5.8 million people in 20 countries through 32 **emergency operations**. In 1990, disaster relief, including the feeding of long-term refugees, amounted to nearly half of all WFP food aid commitments - $336 million for long-term refugees and displaced people and $132 million for emergency operations, compared with $480 million for development projects.

7. In value terms, nearly half of WFP food aid shipments for 1990, for both development and emergency purposes, was to **LDCs**. In 1990 the Programme allocated $364 million to LDCs, nearly half of all WFP expenditure. One third - $1.1 billion - of WFP's total development project portfolio is for LDCs, which received 32 percent of new WFP development commitments in 1990. In addition, 62 percent of WFP commitments for emergency assistance and 50 percent of commitments for long-term refugees and displaced people were for LDCs in 1990.

8. During the eighties, WFP spent $2.6 billion, 39 percent of total expenditure, on LDCs. Over the same period, WFP shipped nearly five million tons of food for development projects and over two million tons for emergencies and refugee relief in LDCs.

WFP resources for development

9. By the end of 1990, **total multilateral resources** made available to WFP for the 1989-90 biennium had reached nearly $1.75 billion, including 4.5 million tons of food. That included contributions or pledges to WFP's regular resources, the Food Aid Convention (FAC), the International Emergency Food Reserve (IEFR), special contributions for the Afghanistan operation and additional pledges to WFP's regular resources for the feeding of long-term refugees and displaced people.

10. By the end of 1990, 80 countries had pledged a total of more than $1.2 billion, representing 86 percent of the target for the 1989-90 biennium of $1.4 billion for WFP's **regular pledge**, which is mainly used to fund development projects. Of that amount, three quarters was in food commodities (or cash for the purchase of commodities) and only one quarter in cash. Thus, the cash portion remained well below the one third level specified in WFP's regulations. A pledging target of $1.5 billion, of which one third should be in the form of cash, for the regular resources of WFP has been agreed upon for the 1991-92 biennium.

11. WFP's **annual turnover** in 1990 - the sum of the resources managed by the Programme - was more than one billion dollars. Programme support and administrative costs as a proportion of turnover were seven percent. Total staff costs were just $49.6 million in 1990, or only 4.6 percent of turnover.

12. The Programme's 437 international and 1,100 local **staff** helped 90 developing countries through WFP headquarters in Rome and offices in 80 developing countries. Nearly half of WFP's international professional staff are nationals of developing countries.

13. **Low-income food-deficit countries**, countries whose people have an average annual income of less than $1,135, and which have to import food to meet their food requirements, receive most of WFP's assistance. Some 86 percent of WFP's development assistance commitments, 85 percent of emergency aid and 90 percent of assistance for long-term refugees and displaced persons went to those countries in 1990.

14. While the number of development projects approved in 1990 remained high, the $480 million committed for them was the lowest amount since 1980. There were a number of reasons for this decline in **commitment level**. Commitments for WFP's larger projects tend to be cyclical, resulting in years with relatively high commitment levels and years, like 1990, with lower levels. Moreover, reduced availability of food aid commodities due to increased prices in 1989 and early 1990 meant that deliveries of earlier commitments extended over longer periods, with the result that approval of commitments for new phases of projects was delayed. In addition, in 1990 fewer commitments were made for high-value goods, particularly dried skim milk (DSM), for which demand has declined over the past few years, and vegetable oil, for which commitments were constrained by its limited availability, although this now appears to be easing.

15. **Shortfalls** are projected in 1991 for a number of commodities, particularly rice, canned cheese, canned meat, canned fish and tea. Tea, while not a nutritionally valuable foodstuff, is important as an incentive commodity in many food-for-work projects, particularly in western Asia.

Using the labour of the poor productively

16. WFP seeks to use food aid so that poor people are employed to construct a development asset and so receive temporary relief from poverty. At the same time, poor people (the same or others) should also receive lasting benefits from the asset created. Two thirds of WFP's development assistance - $2.1 billion, including $210 million of new commitments in 1990 - is used in this way.

17. The main types of projects assisted are:

- Agricultural production. Projects to increase agricultural production, including land-clearing, forestry, land rehabilitation and fisheries development accounted for 46 percent of WFP's development activities in 1990 or $1.5 billion. In those projects, food aid is typically used as food-for-work to fund labour-intensive activities, as an incentive to encourage participation by local farmers in the project activities or to compensate them for the time they invest in the project.

- Rural infrastructure. A major problem in rural areas is the lack of physical infrastructure, such as roads to transport goods to market, water systems for personal use and agricultural production, and community facilities such as schools, health-care centres and social centres. Food aid can help construct those facilities through food-for-work schemes. In 1990, such projects amounted to $287 million, or nine percent of WFP development activities.

- Settlement projects. Land settlement projects, in which new lands are brought into production by small-holders, accounted for seven percent of WFP's development activities in 1990. Food assistance tides settlers over the initial settlement period until the first harvest, or until self-sufficiency in food production is reached. Food aid also can be used as food-for-work to construct agricultural infrastructure, public amenities and civil works.

- Urban development. Assistance to help poor people in urban areas undertake development activities currently accounts for only a small amount of WFP's development assistance - $30 million, or one percent of total WFP development assistance in 1990. In urban development projects WFP uses food aid to pay workers employed in improving local sanitation facilities, roads and paths and houses. With the increase in urban poverty in many developing countries, it is likely that assistance to this sector will grow in the coming years.

Providing basic social services

18. WFP provides food aid as part of primary health and basic education activities in the belief that a healthy population that is literate and has useful skills is necessary to achieve sustained economic growth. At the end of 1990, WFP was assisting 92 **human resource development projects** for vulnerable group feeding (mothers, infants and pre-school children) and feeding children at primary schools with $1.2 billion of WFP resources. Human resource development projects accounted for 56 percent of 1990 commitments with a total value of $270 million.

19. Food, nutrition, health and productivity are interdependent: lack of food causes poor health, which in turn reduces productivity. In vulnerable group feeding projects, WFP food aid is used to encourage greater and more regular attendance of mothers and young children at health centres. The food either provides a dietary supplement or constitutes a transfer of income to poor households or individuals because the food is in addition to the existing income sources of the household or individual. Food aid may also provide budgetary

support to a government, allowing it to expand or improve vulnerable group health and nutrition or other social programmes.

20. In **school-feeding projects**, WFP food is used as an incentive to encourage regular attendance by pupils at schools and as a dietary and income supplement to the family (which helps compensate for the loss of the child's labour while attending school). School feeding alleviates short-term hunger, improving children's learning ability. Sometimes WFP food also saves money in government budgets, which can be used for additional investment in education.

21. When feasible, WFP also tries to combine human resource development with other activities that provide poor people with opportunities to increase their incomes.

The environment

22. By the end of 1990, WFP was assisting 155 projects with environmental components, with a total resource value of nearly $1.2 billion, more than one third of all WFP assistance. WFP has prepared specific project guidance material to cover the possible **environmental impact** of WFP-assisted projects. Rather than developing its own Environmental Guidelines and comprehensive Environmental Impact Procedures, WFP has adopted a simple checklist in which the types of projects most exposed to environmental risks have been established and the most likely risks for each project type have been indicated.

Beneficiaries of WFP development activities

23. The **ripple effects** of WFP's development work can be very widespread. Whole communities can benefit from a general improvement in a region's economic development. For example, new work skills gained as part of a WFP-assisted training programme result in improved productivity or job opportunities, leading in turn to higher family incomes. Increased family income gives greater purchasing power, and so more demand for goods and services. Well-constructed infrastructure built with the assistance of food aid can last many years and benefit several generations.

24. Each type of development project also has **immediate beneficiaries** - those who directly participate in project activities and receive WFP food for themselves or their dependents. An estimated total of 12.5 million individuals will be immediate beneficiaries of all the development projects approved in 1990.

Emergency and refugee feeding

25. Each year millions of poor people in developing countries are afflicted by natural or man-made disasters and require **emergency food aid** to sustain them. At the same time, millions of refugees and displaced persons rely on the international community for their basic needs.

26. Almost half of all emergency food aid is handled by WFP, from the International Emergency Food Reserve (IEFR), from the Programme's regular resources or on behalf of bilateral donors. The remainder is largely provided as direct bilateral assistance or through non-governmental organizations. In value terms, 1990 commitments of emergency food aid from the IEFR and WFP's own resources exceeded those of 1989 by 45 percent. In all, 272,000 tons were provided for emergency feeding.

27. Twenty donors, including two developing countries, Lesotho and Mauritius, contributed to the IEFR, the main source of food for emergency feeding. **Contributions in 1990** amounted to 207,000 tons of commodities, including both cereals and non-cereals, valued at $87 million. This level is well below the established target of 500,000 tons of cereals for the IEFR. However, donors now make separate additional pledges for protracted refugee and displaced person projects. In the past, food for those needs were met from the IEFR. Donors are being requested to examine their level of contributions to the IEFR, in order to maintain the value of this multilateral resource for emergency interventions.

28. Despite the decline in the IEFR, WFP was able to cover most basic emergency needs in 1990. However, the IEFR was seriously short to cover requirements spreading into 1991, and WFP has made a number of special appeals for additional food, especially for Africa. The IEFR is, in fact, increasingly becoming a very directed resource, either with donors approaching WFP on a case-by-case basis with offers of assistance to certain emergency situations or with WFP itself approaching the donors in each case. Either way, the IEFR loses its intended true multilateral character.

29. Except for long-lasting refugee situations, where shipments can often be organized far in advance, **rapid deployment of food** in emergencies is always challenging. In many cases, initial food needs must be met in a matter of days, either by being obtained on the spot or urgently delivered through special measures. WFP commonly solves this problem by borrowing from in-country stocks destined for development projects. When borrowings are made from WFP development projects, care is taken to minimize disruption of development activities. Often WFP-assisted development projects in disaster-prone countries include a small reserve to facilitate this process. If timely replenishments can be arranged, it is sometimes possible to borrow from other donors or from government stocks. In 1990 WFP borrowed food to speed the delivery of aid in two thirds of emergency operations.

30. At any one time, approximately 15-20 ships chartered by WFP are on the seas carrying WFP food aid. In some emergency situations these ships can be diverted. If no stocks are readily available, WFP tries to purchase food locally for emergency food aid. As WFP's cash resources are limited, that option can be used only in exceptional cases. In 1990 WFP resorted to food purchases for emergency situations in 17 countries.

Using development assistance in emergencies

31. It has long been recognized that providing emergency food aid treats the symptoms and usually not causes. That is why WFP puts so much emphasis on supporting development projects that aim to help people living in marginal areas to improve their lives and become more secure. It is often much better to provide relief to famine victims through **enlarging development projects** than through free distribution of food aid. In a number of countries WFP has responded to the need for emergency food by increasing the number of beneficiaries in ongoing food-for-work development projects, providing the people in need with both food and work.

Long-term refugees and displaced persons

32. In its food assistance to long-term refugees and displaced persons (defined by WFP as people who have been receiving assistance for more than one year), WFP tries to link the provision of food with possibilities for introducing **training activities**, in particular in farming techniques, but also in other activities aimed at durable solutions.

33. In its first full year, the new mechanism for funding food assistance for long-term refugees and displaced persons has worked well, although some initial difficulties were experienced in ensuring continuity of food supply. Seventeen donors, including a non-governmental organization, contributed 541,000 tons of commodities to feed long-term refugees and displaced people.

34. Since pledges are expressed largely in monetary terms, the actual quantity of food varies with food prices and fluctuations in currency rates. In addition, UNHCR's resource constraints diminished its ability both to respond quickly to new refugee emergencies and to substitute items if WFP food supplies are delayed. The constraints have also made it more difficult to provide sufficient quantities of complementary food items to round out the food basket, especially important for refugee children.

35. Although in 1990 donors appeared to be willing to meet the food requirements of refugee feeding operations, sometimes WFP did not receive from donors cash to cover the full costs of internal transport, storage and handling (ITSH). Refugee feeding often entails **high costs**, including overland transport expenditures and very substantial ITSH subsidies. While WFP is constantly attempting to keep these costs as low as possible, there is no alternative to incurring the required expenditures if the supply of food is to be maintained. Thus, in addition to contributions of food, adequate cash is needed from donors to move the food from the point of shipment to the point of final delivery to the beneficiaries.

36. WFP plays a predominant role in **supplying food to refugees** in developing countries - total annual requirements are some 1.3 million tons of food, of which WFP currently provides 60 percent including bilateral donations channelled through WFP. In view of this, WFP and UNHCR commenced negotiations in 1990 for a new memorandum of understanding whereby WFP would take over from UNHCR in phases the responsibilities for pledging, procuring, shipping, coordinating, transporting and delivery of the basic food essential to feed about eight million refugees in developing countries.

37. Traditionally, WFP has supplied only very basic foods to refugees - cereals (such as wheat, wheat flour, maize, sorghum and rice), edible oil and protein (usually pulses). In the new cooperative efforts with UNHCR, WFP will increasingly be requested to supply **additional commodities**, such as high protein foods and condiments to make the basic food more palatable.

38. One result of this closer cooperation is the establishment of **improved guidelines** for calculating refugee food requirements, jointly prepared by UNHCR and WFP. The new guidelines will assist planners and provide a framework for the technical input of health and nutrition experts who must be consulted regarding the adequacy and appropriateness of refugee food rations. The food items required to meet these guidelines are to be met from all possible sources, including by the refugees themselves where possible, as well as by the international community.

39. The availability of adequate supplies of **essential non-food items**, such as water and cooking fuel, is also stressed. For example, whenever whole grains are supplied, grinding facilities also must be available. Appropriate cooking facilities may also be required.

40. Although 1,900 calories is the agreed minimum target, there is often uncertainty about how much food refugees actually have access to. WFP and UNHCR, in collaboration with the ACC Sub-committee on Nutrition (SCN), is developing a **monitoring system** that will help field officers dealing with refugee feeding operations compile information on the adequacy of the actual ration and the

degree of dependency, identify and consider evidence of current nutritional status, and consider constraints to adequate feeding and causes of nutritional problems. These data will help improve resource allocations and distribution to ensure that at least refugees are **nutritionally secure**, while the search for more lasting solutions to their plight continues.

Transport

41. At 2.32 million tons, WFP **shipments of food** in 1990 were up slightly from the relatively low 1989 level, but still well below the 1988 record of 3.12 million tons. As in previous years, shipments to WFP-assisted development projects accounted for the largest proportion of total shipments (53 percent), but shipments for protracted refugees and displaced people and for emergency operations were also substantial, accounting for more than one quarter of total shipments. Shipments on behalf of bilateral donors amounted to 470,000 tons, or one fifth of the total. Total transport costs, including insurance, superintendence and agency fees, amounted to $167 million. Of the total, $46 million benefited developing countries.

42. The scarcity of **cash to transport food** is often a greater hindrance to responding quickly to emergency situations than lack of food. In order to give WFP greater flexibility in getting food quickly to victims of man-made or natural disasters, a special arrangement, called the Emergency Logistics Authorization, enables WFP to use funds from its regular resources as seed money against later reimbursement from donors to meet logistics and related operational requirements in support of the delivery of emergency relief. This arrangement was resorted to three times in 1990.

Bilateral services

43. WFP, on behalf of bilateral food aid donors or United Nations agencies, may arrange for the purchase of food, its transport or the monitoring of its distribution for emergency relief or other food-aided operations. WFP's expertise in those areas provides donors with an effective service, for which it is paid a fee by the donors or agencies concerned. The fees partly cover actual costs incurred by WFP. **Bilateral services** have become a significant aspect of WFP's activities, with WFP being requested to handle more than six million tons of food with a value of more than $1.5 billion since 1982.

Food purchases

44. While few developing nations have the means to donate substantial quantities of food, many of them are sources of food that donors can purchase and use as food aid either locally or in other developing countries. In 1990, WFP bought **735,000 tons of food** worth $155 million for distribution in developing countries. In terms of tonnage, this is nearly 10 percent more than the previous record of 1989, although the amount spent was just under the 1989 figure of $157 million because of lower food prices. In addition to using its own cash, the Programme made purchases from funds provided through the FAC and the IEFR, and by bilateral donors and other United Nations agencies. Nearly six out of every 10 tons - a total of $91 million - were bought in 48 developing countries.

Non-food items

45. To be truly effective, food aid must be linked to a variety of other inputs, including technical assistance, administrative and financial support, and equipment supplies.

46. In 1990, 10 donors channelled 16 million dollars worth of **non-food items** through WFP in support of development and protracted refugee projects. In addition, WFP utilized 1.5 million dollars of its own cash resources for non-food items, mainly to help improve the inland storage and transport of food and to support effective food distribution.

Training

47. Administrative and managerial weaknesses are among the major constraints developing countries face in using food aid effectively and efficiently. WFP assists development projects that are organized, funded and managed by the governments themselves. However, in many cases the proper management, use and accountability for WFP resources require considerable on-site WFP management support. Because of these needs, WFP has a strong commitment to **training counterpart staff**, especially in management skills including financial and performance reporting.

48. During 1990, more than 5,200 government officials from 40 countries participated in 166 **training programmes** organized or funded by WFP. Half of these participants came from LDCs. Topics included project management, monitoring and evaluation, food storage and distribution, accounting and record-keeping, and computer applications for project monitoring and management.

49. **"On-the-job" training** of national staff is also important. For example, in a resettlement project in Sri Lanka, the survey work in settler households is being carried out by a local firm of experts hired under contract to WFP. Government project staff accompany these experts on periodic site visits to collect basic data on settler characteristics and progress in land development. When the current two-year contract terminates, government project staff should have developed the capacity to continue the established system of regular reporting. The reporting system already has identified several problem areas, such as shortfalls in supplies of certain agricultural inputs and shortage of labour in some female-headed households, thus permitting early remedial action.

Cooperation with other agencies and donors

50. The **technical inputs** needed for project design are provided mostly by other United Nations organizations, such as FAO which provides nearly half the total, and ILO, Unesco, WHO, Habitat and the United Nations Department of Technical Co-operation for Development.

51. WFP-assisted projects require technical and managerial resources from recipient governments and other donors in addition to the food aid supplied by WFP. The main sources of **external financing** were the World Bank; the CEC; various governments providing bilateral assistance including Germany, the Netherlands and the United States of America; United Nations agencies including FAO, IFAD, ILO, UNDP, UNICEF and UNSO; and NGOs. For example, since 1980, WFP and IFAD have worked together in 24 projects in 19 countries. Of those 24 projects, 15 have commenced in the last five years.

52. Four of the development projects approved in 1990 - three in Latin America and one in Africa - were Joint Consultative Group on Policy (JCGP) initiatives, and will be implemented in cooperation with WFP's **JCGP partners** - UNICEF, UNDP, UNFPA and IFAD.

53. WFP has also recently taken steps to strengthen its support to NGOs at the local level. WFP has delegated to its country offices the authority to provide food (up to five percent of any individual WFP-assisted project) to local NGO-assisted projects that have similar objectives and target groups as WFP-assisted projects.

WFP and UNPAAERD

54. Since 1980 many countries in Africa, in particular those south of the Sahara, have faced growing social and political turbulence combined with economic imbalances. Concern about this economic and social decline led African governments to fashion the policy and programme initiatives embodied in Africa's Priority Programme for Economic Recovery (APPER), adopted in 1985. The United Nations General Assembly called its Thirteenth Special Session in May 1986 and approved the United Nations Programme of Action for Africa's Economic Recovery and Development **(UNPAAERD)**, endorsing the goals and objectives of APPER and pledged the commitment and support of the international community.

55. Against the existing high level of support provided by WFP to sub-Saharan Africa, WFP drew up a **Plan of Action for Africa**. This set a target of more than $1.8 billion for total WFP expenditures in Africa during the UNPAAERD five-year period 1986-90. Of this amount, more than $1.5 billion was for sub-Saharan Africa. Since WFP was already providing a large amount of resources to Africa, qualitative improvements were emphasized, especially in the form of support to Governments to enable them to improve project management. WFP nevertheless approved commitments of $2.2 billion during the period, surpassing the $1.8 billion envisaged in the Action Plan. Disbursements during the period amounted to some $1.9 billion.

56. The share of WFP emergency resources allocated to Africa grew significantly during the period of UNPAAERD in response to the increase in emergency situations in the region, especially assistance for refugees and displaced people. Weakness in government institutions dealing with project food aid, and financial difficulties faced by most countries in the region, prevented the transfer of an even greater amount of resources. **Severe financial constraints faced by most countries** limited their capacity to pay for essential non-food items and costs of handling and managing WFP-supplied food. WFP did increase the support it gave to LDCs to meet the costs of handling, storing and distributing WFP commodities, but there is a limit to how much additional support WFP can give.

57. A 1990 review of WFP's contribution to UNPAAERD considered that more could have been achieved with greater monetization of food aid and more determined efforts by recipient governments to shift additional resources to food-aided projects that focused on disadvantaged groups.

Changes to WFP General Regulations

58. WFP always has been a joint programme of the United Nations and FAO. As WFP has grown and its range of activities has developed over the years, various issues have arisen over the governance of WFP and its relationship with the United Nations and FAO. The Twenty-ninth Session of the CFA in June 1990 decided to establish a Sub-Committee on Governance to examine ways of resolving the major issues involved. The Sub-Committee met twice during 1990 and submitted its report to the Thirtieth Session of the CFA in December 1990. The CFA adopted a set of general principles for the **revision of the General Regulations of WFP**. It also requested the Office of Legal Affairs of the United Nations to prepare, in consultation with FAO and WFP, "starting texts" of the revised WFP General Regulations based upon these agreed general principles. In addition, it established a Working Group and entrusted to it the task of carrying out a detailed examination of the "starting texts". The Working Group met for a week in January 1991, and adopted its report containing draft revised General Regulations and a set of draft resolutions. This report was submitted to a special session of the CFA which met in March 1991. The Special Session of the CFA adopted by consensus the report and recommendations of the Working Group (see document CFA: Special Session/3).

59. The main **proposed changes** are as follows. While WFP's status as a joint programme of both the United Nations and FAO remains unchanged, the CFA has been clearly and unambiguously recognized as the body that has responsibility for inter-governmental supervision and direction of WFP for all aspects of its activities. In line with its enhanced responsibility, the composition of the CFA is to be expanded from the current 30 to 42 members. Eleven of the 12 new seats are to go to developing countries. The Executive Director's accountability to the CFA has been put in clear and unambiguous terms.

60. Future **requests for emergency assistance** are to be addressed to the Executive Director and will be decided by him if the operation does not exceed a certain ceiling, currently $1.5 million; if the operation exceeds $1.5 million, he will decide jointly with the Director-General of FAO. The Executive Director will be responsible to the CFA for all aspects of WFP's financial management, which will be governed by WFP's own Financial Regulations. WFP's legal capacity to contract, acquire and dispose of property and to be party to judicial proceedings has been specifically recognized.

61. Briefly, these changes endow the WFP with comparable administrative autonomy to the UNDP and UNICEF.

62. The revisions to the texts of the General Regulations will be submitted to the Economic and Social Council of the United Nations and the FAO Council in mid-1991. Thereafter the revised regulations will need to be endorsed by both the General Assembly of the United Nations and the FAO Conference later in 1991.

Summary of the major decisions taken and topics discussed by the CFA during its 1990 sessions

63. The CFA met twice during 1990. The Twenty-ninth Session met from 4 to 8 June 1990 and the Thirtieth Session from 3 to 7 and 14 December 1990. Membership of the Committee during 1990 is shown in Annex I.

64. Below is a summary of the major decisions taken and topics discussed during 1990.

A. Twenty-ninth Session of the CFA in Rome, 4 - 8 June 1990

i) Pledging conference for the 1991-92 biennium

The Committee, while welcoming the results of the recent pledging conference for the 1991-92 biennium, called on donors to increase their pledges to the Programme. It expressed its concern that cash pledges overall remained well below the one third set in the WFP General Regulations, and called on donors to increase the proportion of their pledges in cash.

ii) WFP assistance for agricultural and rural development projects

The priority for, and proportions of, WFP assistance going to projects for agricultural and rural development and for human resource development in 1989 was noted with approval. The need for diversification of food aid resources through monetization and the application of WFP assistance to a wider variety of agricultural and rural development activities was also expressed.

iii) Triangular transactions and local purchases

The Committee welcomed the increasing use of food produced in developing countries as food aid through triangular transactions and local purchases. Several delegations suggested that more triangular transactions and local

purchases should be encouraged, particularly in West Africa, and urged donors to increase their cash contributions to WFP for that purpose. Concern was expressed that some donors tied their contributions for food purchases to procurement in developed countries.

iv) Cooperation with NGOs

The Committee welcomed WFP's increasingly close cooperation with non-governmental organizations (NGOs), observing that more attention should be paid to cooperating with national NGOs, which had a good understanding of local social and economic conditions.

v) Status of the WFP Headquarters Agreement

a) With respect to the rental issue for the period 1971 to 1985, the Committee agreed that it should await the findings of the External Auditor.

b) With respect to the draft Headquarters Agreement, the Committee was unanimous that negotiations should be resumed without delay and a satisfactory Agreement arrived at expeditiously.

vi) WFP and FAO relationship issues

The following proposal agreed to by the Chairman of the OECD Group and the Chairman of the Group of 77 was adopted by the Committee:

The Committee

1) Decides to establish, pursuant to paragraph 1 of Rule XA of its Rules of Procedure, a sub-committee on the governance of WFP and the relationships between the United Nations, FAO and WFP, to be chaired by the Chairman of the CFA, open to participation by all members of the CFA and observer Member States, with costs to be met within the existing WFP administrative budget;

2) Requests the sub-committee to study and make recommendations regarding the proposals put forward by the Member States, the Executive Director of WFP, the Director-General of FAO and the Secretary-General of the United Nations;

3) Authorizes the sub-committee to establish such working groups as it may deem necessary in the course of its work;

4) Requests the Executive Director of WFP to arrange for the sub-committee to commence its work in Rome no later than 3 September 1990;

5) Invites the Secretary-General of the United Nations and the Director-General of FAO and the Executive Director of WFP or their representatives to participate in its meetings and to render every assistance to the sub-committee in the performance of its work;

6) Shall consider for appropriate action at its Thirtieth Session the recommendations of the sub-committee;

7) Requests the Executive Director of WFP to transmit this decision to the Economic and Social Council of the United Nations and to the FAO Council for their information.

B. Thirtieth Session of the CFA in Rome, 3 - 7 and 14 December 1990

i) Governance of the World Food Programme and the relationships between the United Nations, the Food and Agriculture Organization of the United Nations and the World Food Programme

The Committee decided to constitute a Working Group to present proposals for consideration by the Committee during a plenary meeting. The first report of the Working Group containing recommendations with regard to specific key issues was adopted by the Committee by consensus.

Following adoption of the report, the CFA decided that the Working Group should meet again and present more specific proposals on changes to be made to the Basic Documents together with a time schedule during which the process would be undertaken. The Working Group subsequently presented a second report, which included a set of considerations concerning changes to the General Regulations of WFP and a time schedule for finalization of the process in 1991 as follows:

- The CFA's task is to prepare proposals on the relevant documents for the consideration of the relevant FAO and UN intergovernmental fora.[1]

- Draft texts of documents to be finalized before the ECOSOC spring session, 1991.

- Extraordinary CFA meeting to be held in early March 1991.

- The UN Office of Legal Affairs to be asked to prepare, in consultation with FAO and WFP, starting texts before 21 January.

It was also decided that the Working Group would meet for one week from 28 January to 1 February 1991.

This second report was adopted by the Committee by consensus.

ii) WFP Headquarters Agreement

The Committee took note of the information provided by the representatives of FAO, the United Nations and the Government of Italy and reiterated its earlier appeals to see the WFP Headquarters Agreement signed and ratified without further delay.

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[1] The results of the Committee's discussions may be found in document CFA: Special Session/3, the report of the First Special Session of the CFA, which is being submitted to ECOSOC and the FAO Council under separate cover.

65. The attention of the Council is drawn to the following paragraphs of the report of the Thirty-first Session of the CFA (document CFA: 31/17):

"Introduction

The Deputy Executive Director, in referring to document CFA: 31/P/8 and document CFA: 31/P/8 Add.1, recalled the underlying reasons for retaining the pledging target at the current level of 1.5 billion dollars. He reminded those present of the prevailing cash situation and its negative effects on WFP operations. The Executive Director's proposal took account of the attainment of contribution targets in the past, as well as the probable capabilities of donors. It did not reflect food aid needs which, on all accounts, were effectively on the increase and remained a major problem, at least for the present decade. It was important to note that, on average in recent years, targets have been realized only to an extent of 85 percent, 24 percent of that being in cash. As a result, the Programme had had to revise downwards its delivery targets to development projects in 1991 from 1.8 million to 1.4 million tons and then to 1.2 million tons. It is vital that this slide be arrested and provision made to permit the delivery of 1.5 million tons a year in the 1993-94 period. This demands the fulfilment of two conditions: the provision of an adequate volume of food aid and the payment of one third of the pledges in cash. If the proposed target of 1.5 billion dollars were adopted, if pledges in practice came close to that amount, and if all donors paid one third of their pledges in cash, only then would the Programme be able to carry on with the task mandated for it without adjustments to its mode of financing.

The Deputy Executive Director further informed the Committee that with the pledges made so far for 1991, it would be possible to deliver only half of the food aid planned for the year, without further drawing down the Programme's cash reserves. The Executive Director had taken a number of cost-reduction measures, but the problem was urgent and corrective actions were needed for a financially sound transition to the next biennium. The Deputy Executive Director therefore invited the CFA to carefully review the recommendations included in the cash situation document. All the WFP cash flow analyses demonstrate that, even with the suggested additional measures, the Programme would be left with a working cash balance almost at the current level, which was barely sufficient for an operation of WFP's size.

Debate

Several delegates voiced concern over the zero growth of the pledge target in view of the increased need for food aid. They felt that a higher target would encourage donors to raise their contributions. Some members declared that the target level was only one of the essential factors in an efficacious food aid policy, and that the efficiency of project design and implementation was equally important. To that effect, several members indicated that recipient countries should try to improve the efficiency and effectiveness of the mechanisms for channelling the food aid for which they are responsible. Many delegates, while supporting the proposed pledging target as being realistic, highlighted the need for all donors to make available one third of their pledges in the form of cash, particularly in view of the cash situation. Several delegates requested that in the future, information concerning the payment of contributions and the utilization of the one third cash component be clearly presented.

The Committee expressed concern over the critical cash situation of the Programme and asked that the Programme proceed with considerable care in order to avoid a worsening of the situation. Most delegates underlined the extreme importance for donors to make available one third of their total pledge in cash. A point was made that this proportion should be considered as a whole, where donor countries should build on each other's strength. Several delegates also

stressed the importance of the CFA's closer monitoring of WFP's cash situation.

Most delegates appreciated the interim measures taken for 1991 by the Executive Director. Several delegates noted with concern that cash allocations from the regular resources in support of emergency and refugee programmes had been limited to 7.5 million dollars for 1991 and expressed the fear that this measure could affect the Programme's ability to effectively respond to emergency and refugee situations. Most delegates expressed concern about the proposal to reduce the allocation from the regular resources for emergency and refugee projects to 4.5 million dollars in 1992.

Most delegates were unable to support the proposals for the establishment of a two-tiered fee system for the IEFR and protracted refugee projects. They considered the proposals were too complex and potentially divisive, and could encourage some not to make available the full one third of pledges in cash.

With regard to bilateral contributions, most delegates felt that a uniform non-dissuasive fee system should be applied and that all bilateral donors must fully cover all expenses incurred for such operations.

With regard to complex long-term operations such as those in Sudan and Ethiopia, many delegates felt that contributions to overhead costs should be requested from participating donors, under conditions to be established on a case by case basis.

The Executive Director reminded them that the Committee had been regularly informed about the cash situation, and that a detailed analysis had been presented to it in 1984. He pointed out that the situation had deteriorated. As the regular resources were diminished, the cash generated through regular resources was also diminished; on the other hand, expenditures continued to grow. The major question for the Programme was how to allocate administrative and programme support expenditure among the four main activities: development, protracted refugee operations, emergencies and bilateral services. If the donors reduced their overall contributions to the regular programme, the aggregate of cash pledges would not be sufficient even if they paid even one third in cash, or they shifted resources to IEFR/PRO operations from the regular programme. In that event, the only long-term alternative for the Programme would be to restructure entirely the mode of financing its operations. It was therefore essential that the target of one and a half billion dollars be achieved, or closely approached, and that all donors paid one third in cash.

Finally, in the light of the recent increase in the cash contributions from the United States of America and Canada, the Executive Director felt that there was no longer a necessity to adopt any additional measures in 1991 other than those already taken. Accordingly, he withdrew his proposal as presented in paragraphs 25 through 28 of document CFA: 31/P/8 Add.1. He stated that he would hold consultations with donors and then make recommendations to the Thirty-second Session of the CFA with a view to resolving the cash problem for 1992.

Conclusions

The Committee:

i) endorsed the pledging target of 1.5 billion dollars for the 1993-94 biennium.

ii) called upon all donors to make a determined collective effort to achieve the target.

iii) recognized the crucial importance of at least one third of the pledges to the regular resources being made in cash and urged all donors to take

steps to attain that objective.

iv) took note of the interim measures taken by the Executive Director to arrest further deterioration of the Programme's cash position in 1991.

v) agreed to monitor closely the Programme's cash situation.

vi) noted that the Executive Director will consult donors on measures to find long-term solutions to the Programme's cash problems and that proposals will be presented to the Committee at the Thirty-second Session."

66. On the basis of the above, the Committee proposed to ECOSOC and the FAO Council the adoption of the draft resolution, for which the text appears in Annex III to this report.

GENERAL NOTES

1. All monetary values are in United States dollars ($), unless otherwise stated.

2. One billion equals 1,000 million.

3. All quantities are in metric tons, unless otherwise specified.

4. Low-income food-deficit countries include all food-deficit (i.e., not net cereal exporting) countries with per-capita incomes below the level used by the World Bank to determine eligibility for IDA assistance ($1,135 in 1989). At the end of 1990, 74 countries were classified as low-income food-deficit.

5. The category of least developed countries (LDCs) was established by the United Nations General Assembly in its resolution 2768 (XXVI) of 18 November 1971. Three criteria are used: GDP per capita, share of manufacturing in GDP and literacy rate. A country qualifies for inclusion in the list if: (a) its per-capita GDP falls below the lower cutoff point ($356), its manufacturing share is 10 percent or less of total GDP, and its literacy rate is 20 percent or less; or (b) it satisfies the manufacturing and literacy criteria, even if its per-capita GDP exceeds the lower cutoff point, so long as it does not exceed the upper cutoff point ($427); or (c) its per-capita GDP falls below the lower cutoff point and it has a manufacturing share of 10 percent or less of total GDP even if its literacy rate exceeds 20 percent. In 1990, 42 countries were classified as LDCs.

6. Geographic regions referred to in this report are Africa, comprising all the countries of Africa, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara except South Africa; North Africa and the Middle East, comprising the African countries north of the Sahara, the countries of the Middle East, Turkey and Afghanistan; Asia and the Pacific, comprising the countries of Asia east of Afghanistan and Pacific Island nations; Asia, comprising Turkey, the countries between the Mediterranean Sea and the Pacific Ocean, Southeast Asia and the Pacific Ocean Islands; Latin America and the Caribbean - or the Americas - comprising all American and Caribbean countries south of the United States of America.

7. Common acronyms:

ACC	Administrative Coordinating Committee of the United Nations
CFA	Committee on Food Aid Policies and Programmes
CEC	Commission of the European Communities (excludes national action of member countries of the European Community: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom)
FAC	Food Aid Convention
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GNP	Gross National Product
IDA	International Development Association
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IOM	International Organization for Migration
LDC	Least developed country

ITSH	Internal transport, storage and handling
JCGP	Joint Consultative Group on Policy, comprising UNICEF, UNDP, UNFPA, IFAD and WFP
M&E	Monitoring and evaluation
MCH	Mother-child health
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development (comprising Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States of America)
PRO	WFP protracted refugee and displaced person projects
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
Unesco	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNSO	United Nations Sudano-Sahelian Office
WFP	World Food Programme
WHO	World Health Organization

ANNEX I

CFA MEMBERSHIP IN 1990

In 1990 the members of the CFA were:

Australia
Bangladesh
Belgium
Brazil
Cameroon
Canada
China
Colombia
Congo
Cuba
Denmark
France
Finland
Germany
Guinea
Hungary
India
Italy
Japan
Kenya
Madagascar
Mexico
Netherlands
Niger
Norway
Pakistan
Sudan
United Kingdom
United States of America
Zambia

ANNEX II

STATISTICAL TABLES

TABLE 1. WFP DEVELOPMENT COMMITMENTS BY REGION, 1963-90 ($ million)

Year	Total	Latin America and the Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and the Pacific		Europe	
		Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
1963-72	1 194	165	14	505	42	190	16	318	27	17	1
1973	129	6	5	44	34	22	17	57	44	-	-
1974	106	16	15	27	26	44	41	18	17	1	1
1975	393	58	15	89	23	67	17	177	45	2	0
1976	642	30	5	211	33	157	24	226	35	18	3
1977	367	51	14	106	29	60	16	150	41	-	-
1978	392	44	11	99	25	120	31	129	33	-	-
1979	492	5	1	58	12	193	39	234	48	2	0
1980	479	85	18	129	27	152	32	113	23	-	-
1981	543	36	7	109	20	239	44	156	29	3	0
1982	613	34	6	151	25	246	40	179	29	3	0
1983	696	112	16	124	18	168	24	291	42	-	-
1984	925	137	15	121	13	325	35	339	37	4	0
1985	642	62	10	151	23	192	30	238	37	-	-
1986	629	110	17	116	18	241	38	163	26	-	-
1987	621	110	18	79	13	227	37	205	33	-	-
1988	779	121	16	110	14	266	34	282	36	-	-
1989	575	106	18	144	25	141	25	184	32	-	-
1990	480	113	24	60	12	143	30	164	34	-	-

NOTES: Details and percentages in tables do not necessarily equal totals because of rounding; a zero (0) indicates that the magnitude is less than 0.5 (half the unit used); a dash (-) stands for "nil"; use of a hyphen (-) between years, e.g., 1989-90, signifies the full period involved, including the initial and final years.

TABLE 2. WFP DEVELOPMENT COMMITMENTS BY TYPE OF ACTIVITY, 1963-90 ($ million)[1]

Year	Total	Agricultural and rural development										Human resource development						Other	
		Agricultural production		Rural infra-structure		Settlement		Food reserves		Sub-total		MCH and primary schools		Secondary and higher educational training		Sub-total		Industry and mining	
		Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)	Value	(%)
1963-72	1 194	428	(36)	162	(14)	138	(11)	39	(3)	767	(64)	294	(25)	117	(10)	411	(35)	16	(1)
1973	129	52	(40)	27	(21)	7	(5)	-	-	86	(66)	28	(22)	15	(12)	43	(34)	-	-
1974	106	48	(45)	36	(34)	5	(5)	-	-	89	(84)	13	(13)	4	(3)	17	(16)	-	-
1975	393	133	(34)	41	(10)	46	(12)	-	-	220	(56)	169	(43)	4	(1)	173	(44)	-	-
1976	642	341	(53)	98	(15)	40	(7)	-	-	479	(75)	136	(21)	27	(4)	163	(25)	-	-
1977	367	125	(34)	35	(9)	56	(15)	6	(2)	222	(60)	125	(34)	20	(6)	145	(40)	1	(0)
1978	392	162	(41)	30	(8)	36	(9)	-	-	228	(58)	139	(36)	25	(6)	164	(42)	-	-
1979	492	217	(44)	62	(13)	44	(9)	4	(1)	327	(67)	149	(30)	16	(3)	165	(33)	-	-
1980	479	120	(25)	58	(12)	65	(13)	6	(1)	249	(52)	216	(45)	14	(3)	230	(48)	-	-
1981	543	202	(37)	105	(19)	128	(24)	14	(3)	449	(83)	75	(14)	19	(3)	94	(17)	-	-
1982	613	326	(53)	61	(10)	70	(11)	10	(2)	467	(76)	139	(23)	7	(1)	146	(24)	-	-
1983	696	343	(49)	63	(9)	66	(10)	-	-	472	(68)	208	(30)	15	(2)	223	(32)	-	-
1984	925	431	(47)	80	(9)	39	(4)	5	(0)	555	(60)	332	(36)	25	(3)	357	(39)	14	(1)
1985	642	345	(54)	102	(16)	37	(6)	15	(2)	499	(78)	107	(16)	37	(6)	144	(22)	-	-
1986	629	348	(55)	33	(5)	80	(13)	49	(8)	510	(81)	83	(13)	37	(6)	120	(19)	-	-
1987	621	211	(34)	70	(11)	17	(3)	-	-	298	(48)	307	(49)	16	(3)	323	(52)	-	-
1988	779	314	(40)	70	(9)	49	(6)	-	-	433	(56)	294	(38)	52	(7)	346	(44)	-	-
1989	575	326	(57)	21	(4)	39	(7)	1	(0)	388	(67)	162	(28)	26	(5)	188	(33)	-	-
1990	480	141	(29)	51	(11)	18	(4)	-	-	210	(44)	260	(54)	10	(2)	270	(56)	-	-

[1] See notes for Table 1.

TABLE 3. WFP EXPENDITURE[1] ON DEVELOPMENT PROJECTS, EMERGENCY OPERATIONS AND PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY RECIPIENTS' ECONOMIC OR SPECIAL STATUS CATEGORY, 1986-90 ($ million)[1]

Category	1986		1987		1988		1989		1990[2]	
	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
All WFP recipients	645	100	716	100	874	100	758	100	745	100
By income group (GNP per capita[3])										
500 dollars or less	452	70	524	73	622	71	517	68	487	65
501 - 1 500 dollars	135	21	122	17	194	22	186	25	195	26
1 501 - 2 500 dollars	54	8	67	9	57	6	38	5	43	6
over 2 500 dollars	4	1	4	0	3	0	16	2	20	3
By special status category										
Least developed countries	240	37	286	40	355	41	400	53	364	49
Landlocked countries	90	14	89	12	136	15	169	22	125	17
Low-income food-deficit countries	448	69	529	74	659	75	645	85	639	85

[1]See notes for Table 1.
[2]Excludes programme support and administrative costs as well as expenditures on insurance premiums and warehouse facilities that cannot be apportioned by recipient. From 1986-1990, the latter amounted to 2.3, 3.0, 3.3, 3.7 and 4.9 millions of dollars, respectively.
[3]Provisional.
[4]Actual for each year except for 1990, for which the GNP per capita in 1989 was applied. Based on World Bank Atlas for each year.

ANNEX III

DRAFT RESOLUTION FOR THE ECOSOC AND THE FAO COUNCIL ON THE TARGET FOR WFP PLEDGES FOR THE PERIOD 1993-94

(ECOSOC) (The FAO Council)

Noting the comments of the CFA concerning the minimum target for voluntary contributions to the Programme for the period 1993-94,

Recalling resolutions 2462 (XXIII) and 2682 (XXV) of the General Assembly, which recognized the experience gained by WFP in the field of multilateral food aid,

1. Submits for consideration and approval of the (General Assembly) (Conference of the FAO) the attached draft resolution.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization to undertake the necessary preparation for the announcement of pledges at the Fifteenth Pledging Conference for the World Food Programme.

DRAFT RESOLUTIONS FOR THE GENERAL ASSEMBLY AND THE FAO CONFERENCE

(The General Assembly) (The FAO Conference)

Recalling the provisions of resolution (2095 (XX)) (4/65) that the World Food Programme is to be reviewed before each pledging conference,

Noting that the review of the Programme was undertaken by the Committee on Food Aid Policies and Programmes of the World Food Programme at its Thirty-first Session and by the ECOSOC at its Second Regular Session in 1991 (FAO Council at its Ninety-ninth Session),

Having considered (resolution .... of the ECOSOC and resolution .... of the FAO Council) as well as the recommendations of the Committee on Food Aid Policies and Programmes,

Recognizing the value of multilateral food aid as implemented by WFP since its inception and the necessity for continuing its action both as a form of capital investment and for meeting emergency food needs,

1. Establishes for the two years 1993 and 1994 a target for voluntary contributions of 1.5 billion dollars, of which not less than one third should be in cash and/or services in aggregate, and expresses the hope that such resources will be augmented by substantial additional contributions from other sources in recognition of the prospective volume of sound project requests and the capacity of the Programme to operate at a higher level.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization of the United Nations and appropriate donor organizations to make every effort to ensure the full attainment of the target.

3. Requests the Secretary-General, in cooperation with the Director-General of FAO, to convene a pledging conference for this purpose at United Nations Headquarters in 1992.